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ABSTRACT

The handbook was designed as a guide to help correctional personnel obtain better results in their work by applying the principles of Management by Objectives (MBO). It describes methods of development and processes of implementation of MBO in the correctional setting. The first chapter defines management by objectives and illustrates that it can be applied in corrections and can contribute to increased administrative efficiency. The second chapter focuses on setting measurable objectives and enumerates some of the recurring roadblocks to successful MBO implementation. Chapter 3 explains 16 guidelines for writing objectives while procedures for evaluating and revising the objectives are discussed in chapter 4. Chapter 5 deals with objective setting in areas considered difficult to manage by objectives (public relations, educational programs, financial areas, and personnel departments). Implementation and assessment of an MBO program are described in chapters 6 and 7. The final chapter briefly discusses some frequent pitfalls encountered in MBO application. Appended are: checklists for applicability of MBO to non-profit organizations and for writing objectives in MBO, a diagram showing how to set objectives, and bibliographic references on overcoming resistance to change. A 14-item bibliography of MBO references concludes the handbook. (Author/MS)

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MANAGEMENT BY OBJECTIVES: A CORRECTIONS PERSPECTIVE

by
Mark L. McConkie

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FOREWORD

In recent years pressures on correctional administrators to show that their programs are "effective" or "working" have increased. *Management by Objectives: A Corrections Perspective* examines goal setting in the corrections field. It suggests ways of assessing whether managers are accomplishing what they want.

This report is one of the very few, if not the only, management by objectives "how-to" manuals which deals with corrections. It draws upon correctional examples, applies its principles to correctional situations, was edited and criticized by correctional managers, and bears the mark of "correctional thinking." It is, in short, "Correctional MBO."

The report addresses two basic questions: What is management by objectives? How, in step-by-step fashion, can it be implemented in corrections? In dealing with these concerns, the book effectively blends the resources of the academic world with those of correctional managers.

As correctional managers struggle to make goals and objectives workable and effective, *Management by Objectives: A Corrections Perspective* can provide useful guidance.

GERALD M. CAPLAN
Director, National Institute of Law Enforcement and Criminal Justice

PREFACE

This has been written to provide correctional managers with specific guidelines which will enable them to make decisions, set goals and objectives, and assess the effectiveness of correctional programs. The concepts of management by objectives, first utilized in the private sector, are herein given the specific design of correctional management, and, as experience is beginning to show, have the power to add great depth and vision to correctional administration.

This volume reflects the workings of the entire staff of the Southeastern Correctional Management Training Council, and is but one of several resource documents designed for correctional managers by the Council, which is funded by Region IV of the Law Enforcement Assistance Administration. I am grateful for the assistance of Project Director, Joann B. Morton, whose comments, criticisms, and correctional insights have given the foundation and perspective upon which such a management approach as MBO must, in corrections, depend. In addition, the years of managerial experience of Donald D. Brewer, Administrator of the Corrections Division of the Institute of Government at the University of Georgia, are mirrored throughout this volume, and his contribution is appreciatively noted.

I would also like to thank the editor of this volume, Ann Blum, whose reviews and revisions of the manuscripts are gratefully acknowledged.

MARK L. MCCONKIE

Chapter I. MANAGEMENT BY OBJECTIVES IN THE CORRECTIONAL SETTING

This handbook is designed as a guide to help correctional personnel to obtain better results in their work by applying the principles of Management by Objectives (MBO). It describes the methods of development and the processes of implementation of MBO in the correctional setting. This first chapter defines management by objectives and illustrates that, although MBO has not yet been extensively applied in corrections, it can be applied and contribute to increased administrative efficiency.

MBO Defined

Management by objectives (MBO) is a systemic approach to managerial problem solving and decision making. It is a process which directs managerial—and subordinate—goal setting; its purpose is to identify and meet organizational objectives. Frequently managers find themselves surrounded by administrative and managerial problems to which they, through habit or some other fault of knowledge or technical ability, repeatedly apply the same solution. The danger is not, however, in applying the same techniques twice—rather it lies in applying those techniques to circumstances where they are not applicable. MBO is designed to overcome this kind of thinking and behavior. Its focus is on solving problems and obtaining results—*not* on the activities which lead to those results. MBO is then "management by output" instead of "management by activity" (Kleber, 1972, p. 71). Its basic concern is setting measurable goals and providing avenues for achieving them.

MBO operates on the assumption that people work best when they understand what they are doing, why they are doing it, where they are headed, and what the final result will be (Federal Aviation Agency, 1974, p. 4). Its theoretical underpinnings are found in Douglas McGregor's celebrated theory "Y," which proposes the integration of the individual and the organization and suggests that "man will exercise self-direction and self-control in the service of objectives to which he is committed" (McGregor, 1962).

Because MBO provides both manager and subordinate with well-defined purpose and direction, it encourages self-management and increases motivation and satisfaction. It puts the total job of a manager into perspective, breaking it down into its basic functions and activities and providing him with an evaluation tool which pointedly (and sometimes painfully) reveals whether or not his managing efforts are accomplishing what they are intended to achieve.

The underlying philosophy embracing the management by objectives approach is that the manager, or supervisor, is the key person in any organizational structure—and this is as it should be. It is the manager who is ulti-

mately held responsible and who bears the greatest burdens of pointing the directions the organization will follow and ensuring that it does indeed go in the designated directions. This means that as correctional administrators and managers set appropriate objectives, they clarify not only individual responsibilities, but give direction to their programs as a whole.

This does not mean that managers set goals and dictate to subordinates, or that all organizational wisdom flows from the top down. What it does mean is that managers must manage: they cannot delegate their responsibility to another nor sit idly and hope that, laissez-faire, something will happen. They must motivate, encourage, direct, and assist. It is the function of MBO to guide managers in setting the kinds of goals and objectives which most measurably or demonstrably bring results and increase the effectiveness of correctional programs.

Overcoming Initial Problems

Seeing eye to eye with the public

MBO has been slow in coming to corrections. The isolated, recorded instances where MBO techniques have been applied to corrections are few and far from sophisticated. In examining the Los Angeles County Probation Department (in one of the few descriptions of a corrections agency attempting to implement MBO), Terwilliger and Adams suggested that one reason why corrections agencies have been slow in adopting MBO may be the "persistent conflict and confusion" in society about the proper treatment of offenders against the law (Terwilliger and Adams, 1969, p. 228). Because of these conflicts and confusions, it has been difficult to set goals or establish objectives. When the public's perception of correctional goals differs from the goals perceived by corrections personnel, divergent expectations lead to frustration and, ultimately, to poor correctional programs, activities, and results.

Consider the complaint that corrections officials do not always see their aims as the public perceives them. Because corrections personnel serve the public, they must not only know what society wants but, when setting goals and objectives, they must specify their goals and objectives in terms of what society wants and understands. For this reason it is important for officials to emphasize the benefits to society which can result from sound correctional programs and practices.

Dealing with the public is not only an awesome challenge, but also a vitally important component of successful MBO usage in public agencies. Difficulties may easily arise if corrections managers are not aware of their public responsibilities and responsive to public concerns. It is imperative, then, for correctional personnel to make conscious, deliberate attempts to inform the public in terms that enhance the public's understanding and ability to see — in measurable terms — the progress that corrections programs experience. It is perfectly legitimate and desirable to work closely with news media, other governmental agencies, and civic, church, or other groups in order to help the public know what is going on.

As the public understands the benefit *to society* which correctional programs bring, public support and approval inevitably follow. It is a delicate balance, however, which correctional personnel must maintain. They are the trained and presumptively disciplined specialists; they are the ones most immediately associated with corrections problems and potential solutions; and they are the ones most immediately held responsible for the

outcome of correctional programs. At the same time, it is a somewhat undecided and perhaps ill-informed public to whom they are ultimately responsible, that they are commissioned to protect, and from whom they must win approval. It becomes increasingly obvious, then, that correctional personnel must make an effort to keep the public informed so that they can see eye to eye.

This is not always easy. Just as corrections personnel are not all united on the purpose of corrections (incarceration, re-integration, rehabilitation, or what is now being called habilitation), neither is the public. Large portions of the public do not understand such terms as "recidivism," "halfway houses," "work-release programs" or other words and phrases from correctional jargon. Consequently, the public needs to be educated about corrections programs.

When attempting to help the public understand corrections and its MBO usage, remember that there are some things the public will readily understand, such as decreases and increases in expenditures or fewer numbers of ex-offenders returning to criminal activities. It is important to accent those features which are both central to MBO and readily understood by the public.

Because of the differences of perception between the public and correctional management, corrections agencies, in serving the public, should remember that they must begin education at the level the public understands and to which it is emotionally attached. From that starting point, the agency should work with the public and bring the public as nearly as possible to the level of understanding at which the agency operates. As the public understands corrections activities, it becomes supportive, and programs are increasingly productive.

A need for increased managerial effectiveness

A second, and perhaps more tragic, impediment to the implementation of MBO in the past may lie in the lack of managerial sophistication of correctional personnel (Terwilliger and Adams, 1969, p. 2). Although the importance of setting objectives has been increasingly emphasized in recent years, the objectives set have rarely directed achievement to specific, identifiable, and measurable goals and results.

While this is not a problem peculiar to corrections, it is one of which correctional personnel need to be aware. One of the simplest and most direct remedies to this problem is the adoption and implementation of an MBO program—not that MBO is a substitute for effective management, but rather that it gives the manager the needed tools with which to solve managerial problems. Management and staff development seminars, workshops, and conferences are useful; in-service training programs, instructive; and team-building exercises, important. However, when these activities and programs are held in concert with an overall managerial philosophy—one that embraces every level of agency activity—then the entire agency can begin to function as an harmonious whole. That is why MBO is emphasized; when properly utilized, it has a positive impact on every level of management activity.

The applicability of MBO to corrections

A third retardant to MBO implementation has been the prevailing notion that MBO was designed for profit-oriented, commercial enterprises, and therefore was not applicable to service-oriented, non-profit, and governmental organizations. Increased acceptance and usage of MBO in non-profit motivated organizations

are, however, proving that MBO is applicable when properly designed.

It would be illogical to assume that because MBO has not yet been extensively used, that it will not, cannot, or should not be used. Indeed, as corrections managers learn from the mistakes of their predecessors, there is no reason to suggest that MBO will not increase organizational effectiveness and goal accomplishment.

Admittedly, the applicability of MBO—a system born and developed under the profit motive of commercial enterprise—to the non-profit activities of government has created some honest concern. It is more difficult to set goals in a public service setting. Goal setting is easier when we can see if we have improved profits or increased sales or increased stock values. Measuring services, however, is not so simple: how do you measure the value of education release programs, of a halfway house, of vocational training, or of scores of other correctional programs? Difficult though the measurement of services may be, there are hundreds of non-profit, volunteer, and government organizations which are successfully employing MBO* techniques, all of which demonstrate that it does work in non-profit situations.

In applying MBO to corrections, it is important to note that many correctional activities are identical to profit-oriented business activities. These include purchasing, personnel management, finance functions, public relations, and program administration.

"A manager is a manager," says McConkey, "regardless of the product or service with which he deals" (McConkey, 1973, p. 10). Consequently, managers in non-profit organizations should not be "immune from strict accountability to those whom they serve and from whom they depend for their funds and support" (McConkey, 1973, p. 10). The removal of a profit motive does not remove responsibility for behaviors which are controlled and determined by legislative allotment or public sanction. MBO helps impose standards of accountability.

In a very real sense, there is a "profit" motive in corrections, although it is not defined or always measured in terms of dollars—nor indeed should it be. Businessmen achieve profit by realizing a higher return on existing assets or by obtaining the same return on lesser assets. The same is true of corrections programs where efforts are made, for example, to reduce recidivism by 7% within the framework of the same manpower units employed, or to increase the number of high school diplomas granted at the end of a selected instruction period. In short, correctional programs seek a better return on investments, even though those investments are made in terms other than money.

That corrections has many elements in common with business enterprises can be seen from the effort to get a higher return on such resources as the following:

—lower overhead costs.

—more effective crime prevention through improved rehabilitation techniques.

—greater results from paid and non-paid workers.

*Dale McConkey, a leading MBO proponent, observes that the applicability of MBO to non-profit oriented organizations is seen in its wide usage by schools, hospitals, numerous volunteer organizations, municipal organizations, nursing homes, churches, child-care centers, and police departments. It has also been profitable in government laboratories such as the Fort Madison, Wisconsin, Forest Products Laboratory, and in the U.S. Navy Systems Supply Command in Sapporo, Japan, as well as by the Canadian Post Office. For further details on these programs, see Dale D. McConkey, "Applying MBO to non-profit organizations," *S.A.M. Advanced Management Journal*, Jan. 1973, pp. 10-20.

—lowering the administrative costs of operating the organization.

—reducing wasted effort and/or wastes in the utilization of any assets.

—blending together of the efforts of all personnel to achieve an overall effectiveness which is greater than the sum of individual efforts (McConkey, 1973, p. 10).

To summarize, note that there is no apparent reason why MBO could not, or should not, be applied to corrections. It has been successfully used in a substantial number of service-oriented public enterprises, and has an untapped potential for assisting correctional managers in their struggle for managerial and agency efficiency increases.

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Chapter II. OBJECTIVES: WHY? AND WHITHER?

This chapter:

—focuses on the importance of setting measurable objectives,

—offers reminders as to where managers should direct their principal labors,

—confronts some entangling definitional problems, and

—glances at some of the RECURRING ROADBLOCKS to successful MBO implementation in corrections.

Many MBO students distinguish between goals and objectives by calling goals the long-term achievements, while viewing objectives as short-term targets. In this book the two terms are used interchangeably since the same criteria exist for the establishment of long-term and short-term purposes, no matter what they are called. Such definitional problems are thereby avoided, as they are not of great consequence in the outcome or implementation of MBO. The important thing, after all, is to understand how the principles operate, rather than to worry about what they should be called.

Setting Objectives

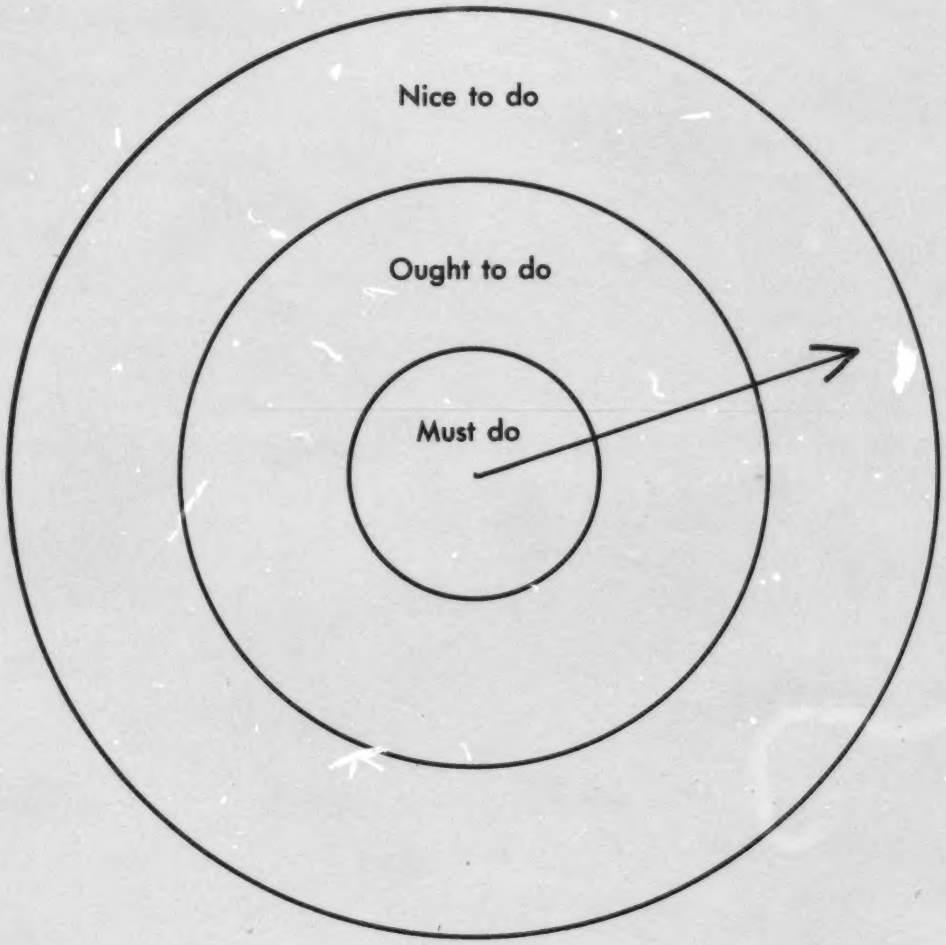
Setting objectives is the heart of the management by objectives process. The importance of properly setting goals, or objectives, cannot be overemphasized. "We shape our buildings;" said Winston Churchill, "thereafter they shape us." So it is with objectives. Once set, they tend to direct behavior and activities in a given direction; if inappropriately set, they can lead an agency astray.

To set objectives, managers must first know where they are going. The process of coming to understand the purpose of an agency and where it is going is not an easy one. It can be a long and a painful process for individuals; for government agencies it is usually a little easier, since legislatures generally provide enabling legislation which, in part at least, defines their purpose.

This all seems obvious. Nonetheless, it is herein noted because "managers typically focus on activities rather than on an organization's mission" (Federal Aviation Agency, 1974, p. 2). Activities are designed to assist in accomplishing something greater. If managerial focus is on different activities—irrespective of how productive, important, or attractive they may seem at the moment—then the agency will slide off course, landing in a mire of low achievement. The central focus of managers must be on achieving the intended result, goal, objective, or fulfilling the purpose for which the organization was created in the first place.

There are as many methods for determining objectives as there are different managers. The method which an individual manager selects is a matter of personal choice. In an MBO system, regardless of the technique used, the end result "should be a list of measurable objectives that will describe what the manager and his organization expect to accomplish (and what they can be evaluated

Figure 1 MAJORITY PRIORITY CLASSIFICATIONS



Adapted from George L. Morrisey, **Management by objectives and results.** Reading, Mass.: Addison-Wesley Publishing Company, 1970, p. 49.

against)" (Morrisey, 1970, p. 42). A hierarchy of objectives may then be created, all interrelated to some degree, and all designed to help meet a small number of "central purposes" for which the agency is responsible. From this hierarchy, the objectives stand to help guide and direct the activities. (Activities, remember, do not direct goals.)

There is no need to try to defend objectives in the eyes of all who read them. Objectives are set to help those who *need to know*—not others. Design objectives for the use and understanding of those who will be involved in using and implementing them.

This is sometimes difficult to do in corrections because the public and the legislature

often fall into this "need to know" category, and they may not always understand agency objectives. While, as was suggested earlier, correctional managers need to acquaint the public with correctional activities, ideals, and goals, objectives designed for MBO should not be used for this publicity purpose. Other avenues for disseminating public information should be devised. Educating the public is a function of management, but not a function of the agency objectives.

Objectives must reflect the total job expectation of the agency, be specific and accurate, and above all, simple. Simplicity is the first key, as the simpler the objective is, the more likely it is to be used.

It is not hard to identify more objectives than it is possible to meet. There are always more important contributions to be made than there is time available. Therefore, set priorities so that the more important objectives are not neglected while pursuing the less important ones. Effective management consists in isolating and pursuing the most important and central objectives.

Three simple groupings, which illustrate how priorities might be set, include:

—A MUST-DO category, consisting of those objectives which, if left uncompleted, would cause the death of the organization. These objectives are central to organizational survival; they *must* be accomplished if the manager, or the organization, is to justify existence.

—The OUGHT-TO-DO grouping, containing those objectives which are necessary for improved performance. These are vital to the growth and health of the organization or agency. An agency can exist—but not progress—without meeting them.

—The NICE-TO-DO class, composed of those objectives which are desirable for improved performance, but which could be postponed or eliminated if necessary. These objectives provide opportunity for new or untried ideas, or for moving to and fro to accommodate political needs within and without the organization. Expressed graphically (see Fig. 1), each concentric circle represents one of the three areas of priorities. For a manager to properly set his priorities, he should envision himself on a journey which starts at the center point of the circles and leads him to the edge, traversing from the MUST-DO's, to the OUGHT-TO-DO's, and resting finally at the NICE-TO-DO stage.

Recurring Roadblocks

Typical of many of the initial experiences with MBO and objective setting is that of the Los Angeles County Probation Department. In evaluating its pre-MBO objectives, it discovered:

—that frequently the definitions were too vague to have real meaning;

—that many of the then current probation department activities were unrelated to the department objectives; and

—managers were not well trained in designing and using objectives, which were neither operationalized nor understood by them and therefore were not "uniformly interpreted, and consistently applied within the department" (Terwilliger and Adams, 1969, p. 229).

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Federal Aviation Agency. *Management by objectives.* Handout prepared by F.A.A. and given by Jay Meisel to participants of SCMTC Conference on MBO, Athens, Georgia, Jan. 13-15 1974, 2.

Morrisey, G.L. *Management by objectives and results.* Reading, Mass.: Addison-Wesley Publishing Co., 1970.

Terwilliger, C., and Adams, S. "Probation department management by objectives." *Crime and Delinquency,* 1969, 15 (2), 227-237.

Chapter III. FORMULATING MEASURABLE OBJECTIVES

When goals and objectives are properly established, the problems noted in the previous chapter fade. This chapter lists guidelines to assist correctional managers in setting goals correctly.

Guidelines for Writing Objectives in Corrections

In setting objectives, the following guidelines are suggested:*

1. *Objectives should be expressed as public benefits wherever possible.*

2. *Written objectives should start with the word "to" followed by an action verb.*

Achievement comes as a result of action; the commitment to action is basic.

3. *Objectives should specify a single key result to be accomplished.*

Measurement can best be achieved when those involved can clearly see what has, and what has not, been accomplished. For example, in the objective "to develop and implement a high school equivalency degree program in the four state institutions by January 1, 1976," the single key would be "implement." Although there are several parts to this objective, the key result would be the implementation of the program. The developing of the program, finding potential employers and teachers, and gaining school and community support are all activities designed to help implement the program; but they are only activities, and not *goals.*

4. *Objectives should specify a target date for accomplishment.*

A measurable objective must include a completion date, which may be the end of a forecast period (month, quarter, fiscal year, etc.). A specific calendar date allows the manager to clearly determine if the objective was achieved.

5. *Objectives should specify maximum cost factors (dollars, man-hours, materials, etc.).*

Cost is an important tool of measurement. Some objectives are difficult to define in terms of cost, particularly in corrections, but nevertheless, all objectives should be looked at from a cost point of view. On occasion it will be sufficient to state (or imply) that the objective be accomplished "within the existing budget." This is true not only for business enterprises, but also for the public service agencies of government which have limited funds and must report to the public or the legislature on how those funds were utilized.

*These guidelines are a summation of the work of George Morrisey, and are found in Chapter 5 of his book, *Management by objectives and results*, Reading, Mass.: Addison-Wesley Publishing Company, 1970.

Just as budgets are used to control, they can also be used to measure and evaluate.

6. Objectives should be realistic, attainable, and challenging.

Objectives are motivators. Managers should strike a balance in setting objectives. Those which are too remote to be reached will induce discouragement and defeatism; those which are too easily met will encourage idleness.

7. Objectives should be as specific and quantitative (and hence measurable and verifiable) as is possible.

This is one of the most challenging aspects of goal setting, particularly for service-oriented and non-profit organizations. Frequently, we hear managers complain that putting quantitative measures on *services* is not possible. In an absolute sense they may be correct, but more often than not they are simply seeking an excuse for not really trying to quantify their goals, because specific, quantifiable goals place measurable accountability and responsibility on the manager's shoulders. The object, however, is not to focus on what cannot be done, but on what *can* be done.

Specifically, as applied to corrections, an objective "to eliminate recidivism in the state of Alabama by January 1, 1976" may be specific ("eliminate recidivism") and quantifiable (you can count the number of people who are returned to prison, for example), but such an objective, as noted in number 5 above, is neither realistic nor attainable. Nevertheless, though recidivism may not be completely eliminated, we can at least do better than we did last year! Therefore, in specific and quantifiable terms, the objective can be improved by seeking "to reduce the 1975 recidivism rate in the state of Alabama by 10% before January 1, 1977." The objective is now quantifiable, or measurable, and realistic. Quantifiability was established by introducing some measure or standard of comparison and stating it in numbers.*

In corrections, objectives should be set with the awareness that people on the outside of the system (the public, legislators, the news media) as well as those within the system need to see that you have done what you said you would. This is one of the reasons it is so important to measure results in *specific* terms. We are not measuring money spent or time involved, but rather the end *result*.

Goals define the aim, or end result; they do not describe how to get things done. Nothing is said *in a goal or objective* about better equipment, in-service training, or increased manpower needs—though these, perhaps, should be considered in defining and making the goal. The goal, or objective, then, is simply a specific and quantifiable statement which defines the result desired.

Inasmuch as the problem of putting services and "non-money" items into quantifiable language is a sticky one, the following list of dimensions for measurement, prepared by Paul Mali (Mali, 1972, pp. 114-115), is included. It illustrates that quantifiable measurement can be made in terms of:

volume of amounts
units of production
time units
frequency rates
ratios
index numbers
percentages or proportions
averages

*Often definitions are needed, as with the word "recidivism," which has a number of different meanings, and is frequently applied differently.

number aggregates
degrees
phases
percentiles, quartiles, and centiles
mean deviations
correlations
number of occurrences
money spent

8. *Objectives should specify only the "what" and "when"; they should avoid venturing into the "why" and "how."*

Again, an objective is a statement of "the results to be achieved." Determining "why" an organization exists must occur well before the actual writing of objectives. Although it is important that those affected by an objective understand why it is written, the way to inform them is not in the objective itself.

Similarly, the means of accomplishing the objective—identifying *how* it is to be carried out—will not normally be a part of the written objective. However, occasions will arise when it is critical that the objective be carried out by a particular method. In these cases, include the "how" in the objective.

Take the example "to increase capability of each parole officer by a minimum of one critical skill through an on-the-job training program by (date) within the existing budget." In this objective the on-the-job training program deliberately describes "how" the objective is to be met. The manager specifically states that he will use on-the-job training, in preference, for example, to sending parole officers to a formal training program.

9. *Objectives should relate directly to the accountable manager's role and missions and to higher level roles, missions, and objectives.*

This very obvious guideline is one of the most critical for testing the validity of objectives. It is too easy for managers and others to get side-tracked into pursuing objectives which are not central to the purpose of management. It is here that the medieval caution of not letting the things which matter most be at the mercy of those which matter least must be applied. While managers frequently are required to pursue non-central objectives (political reasons, temporary setbacks, sudden pressures from upper management), they should be aware in so doing of the impact such peripheral activities will have upon the primary concerns and objectives of the organization. Obtaining the results desired is not always a matter of doing everything that at first appears desirable.

10. *Objectives should be readily understandable to those who will be contributing to their attainment.*

This is a fundamental reminder that understanding is the basis of communication.

When we begin to use precise wording (even adopting the language and idiom of the employees, where necessary), then we begin to achieve the specificity required for valid objectives. Objectives must be meaningful to those who are to implement them.

11. *Objectives should be consistent with the resources available or anticipated.*

More common sense! A perfect objective could have no value if, for example, there were neither sufficient funds nor manpower available to make it operative. Goal setting may require some cost-benefit analysis, and it certainly requires advance planning and familiarity with resources.

12. *Objectives should avoid or minimize dual accountability for achievement when joint effort is required.*

Successful objectives are piloted to com-

pletion by placing final responsibility and accountability in one individual or manager. Occasionally, the efforts of more than one individual or organization are needed to complete an objective; nevertheless, somewhere accountability should be focused in one individual. It is often possible to subdivide objectives for each related manager, but one manager should always be given primary responsibility and the others placed in supportive roles. This is one of the first and most basic principles of good management as well as of effective objective setting.

13. *Objectives should be consistent with basic organizational policies and practices.*

If the potential objective conflicts with organization policies or practices, some changes in the objective may be required—although, conversely, the need for changes in organization policies may be indicated. If the conflict is crucial, the objective may have to be set aside. It is not possible for correctional units to control all the impacting variables (ethical considerations or community relations, for example), but it is vital that they be able to respond to them.

14. *Objectives should be willingly agreed to by both superior and subordinate without undue pressure or coercion.*

Goal setting is not a matter of the manager dictating objectives to subordinates; nor would it be expected that a senior manager would approve simply because a junior manager set an objective by saying: "This is what I'm going to do." The content of the objective can and should be the result of discussion and negotiation between the two (or more) parties involved. One of the significant lessons of research on human behavior is that groups of people tend to make better decisions than individuals and that managers and their subordinates working together make better decisions (and objectives) than either do alone. Cooperative goal setting controls overzealous subordinates or unrealistic managers.

Some critics argue that MBO often causes employees to avoid responsibility. They contend that when employees see that something has not been done—or is not being done—they respond: "That isn't in my goals." Hence, by implication, "I was not responsible." Much of the fault here lies with vague, all-encompassing (and therefore poor) goals, and in the failure to jointly identify where responsibility lies. MBO is a guideline technique. It was never intended to define to the last degree every responsibility from loading staplers to filling the pool cars with gasoline.

15. *Objectives should be written with a copy kept and periodically referred to by both superior and subordinate.*

When objectives are written, there is no difficulty in later remembering what the manager and subordinates agreed to. Written objectives are a constant reminder of what you have agreed upon, where you are, and where you are going. However, a written objective is of no value if it is stored in a file or desk drawer. Managers should meet on a regular basis—weekly, monthly, quarterly, or whenever it is systematically appropriate—to conduct an "oral evaluation" with the subordinate, to discuss the written objectives, and to determine what progress is being made and what management can do to help.

16. *Objectives should be communicated not only in writing, but also in face-to-face discussions between the accountable manager and those subordinates who will be contributing to its attainment.*

This guideline is, in many ways, a restate-

ment of the previous one. A face-to-face oral evaluation provides the opportunity to ensure clear understanding and to smooth out working differences. At this point the managers should provide advice, direction, motivation, and encouragement.

The aforementioned guidelines are not an unbreakable course, or a fool-proof pattern. Circumstances will require that individual managers mold these guidelines to their peculiar situation. Nevertheless, when changes are made they should be made with the recognition that every step away from these guidelines endangers the success of management by objectives. These guidelines present a stable guide to achieving results: their objective is results; they are designed to help measure results; they are, in short, results-oriented.

References

Mali, P. *Managing by objectives.* New York: J. Wiley and Sons, 1972, 114-115.

Figure 2 GUIDELINES FOR WRITING OBJECTIVES: A SUMMARY*

Objectives Should:

1. Be expressed as public benefits wherever possible.
2. Start with the word "to" followed by an action verb.
3. Specify a single key result to be accomplished.
4. Specify a target date for accomplishment.
5. Specify maximum cost factors.
6. Be realistic and attainable, yet challenging.
7. Be as specific and quantitative (and hence measurable and verifiable) as possible.
8. Specify only the "what" and "when"; they should avoid venturing into the "why" and "how".
9. Relate directly to the accountable manager's role and missions and to higher level roles, missions, and objectives.
10. Be readily understandable to those who will be contributing to their attainment.
11. Be consistent with the resources available or anticipated.
12. Avoid or minimize dual accountability for achievement when joint effort is required.
13. Be consistent with basic organizational policies and practices.
14. Be willingly agreed to by both superior and subordinate without undue pressure or coercion.
15. Be recorded in writing, with a copy kept and periodically referred to by both superior and subordinate.
16. Be communicated not only in writing, but also in face-to-face discussions between the accountable manager and those subordinates who will be contributing to its attainment.

*Appendix B contains a similar guideline summary, prepared by Paul Mali. To properly set objectives, it would be profitable to turn to Mali's contribution.

Chapter IV. THE CAREFUL MOLDING OF OBJECTIVES

After having delineated the course that should be followed in setting objectives (Chapter 3), it is important to ensure that they are properly set. To this end, this chapter:

—includes a series of key questions with which managers can readily evaluate their own objectives; and

—examines and revises some poor objectives. The accompanying commentary should help to show how to change poorly expressed objectives into good ones.

Key Questions for Evaluating Objectives

George Morrisey (Morrisey, 1970, p. 63) has suggested that the adequacy of objectives can be readily determined by asking the following questions about them:

1. Is the objective statement constructed properly? To (*action verb*) (*single key result*) by (*target date*) at (*cost*).
2. Is it measurable and verifiable?
3. Does it relate directly to the manager's roles and missions and to higher-level roles, missions, and objectives?
4. Can it be readily understood by those who must implement it?
5. Is the objective a realistic and attainable one that still represents a significant challenge to the manager and his organization?
6. Will the result, when achieved, justify the expenditure of time and resources required to achieve it?
7. Is the objective consistent with basic company and organizational policies and practices?
8. Can the accountability for final results be clearly established?

Sample Objectives

A series of sample objectives—all of which have been written by correctional agencies and departments in the United States—follow. All of them have been remolded so that they conform to MBO process thinking. The comments should help to clarify why the changes were made.

Original Goal: *"The major goal of the Division of Rehabilitative Services is the treatment and training of inmates to enable them to take their place in society as law-abiding citizens upon release."*

Comments:

—The objective is too broad to permit accurate measurement of accomplishment: it lacks specificity and quantifiability.

—There is no implied or understood definition of "treatment and training" or "law abiding citizens," so it is difficult to evaluate or to fix accountability.

—Cost factors are not mentioned.

—The target date for completion is nebulous.

Revised Goal: *"Within the existing budget, to reduce by 20% the number of releasees who are returned to confinement during the prison year ending December 31, 1976."*

The "treatment and training" of inmates are activities designed to help accomplish the goal—but they do not constitute the ultimate goal. The end result—to make law abiding citizens out of those incarcerated—is to be measured by how well they are able to cope with the challenges of life outside of prison and so conduct themselves as to avoid reconfinement. We can reasonably assume that if they are not in prison, they are conforming to the standards of the law. Counting the number of former prisoners who are returned to confinement during the specified period of goal activity will reveal, in measurable form, how well the objective has been met, and set a standard of comparison.

Original Goal: *"Provide the inmates with rehabilitative training in equipment, business procedures, operations, and products."*

Comments:

—This agency goal focuses on the activities which, in part, make possible the end result: obtaining employment.

—It does not specify a target date for completion.

—No single key accomplishment is focused on.

—It does not lend itself to measurement or quantifiability.

This goal is very much like the first goal, and, properly reconstructed, could be presented in yet a second fashion. Consider the following remolding:

Revised Goal: *"To train, with marketable skills, 95% of those who will be released from prison during the fiscal year 1976."*

To justify such a revision, some stubborn definitional problems must first be overcome. To begin with, goals and objectives should always be set with an understanding of "where we are, where we have been, and where we are going." This, of course, requires some degree of pre-goal formulation assessment, and a consequent understanding by all involved as to the meaning of the term "marketable skills." By defining "marketable skills" as skills which are bought, or used, by the labor market, it is implicit that the things inmates are taught will be needed by the labor market upon their release. Hence, if inmates are taught nothing more than to make license plates, and upon release are unable to find employment making license plates, that particular skill is an *un*marketable one, and one that should not be relied upon to sustain life outside of the prison.

A second danger is that, with this type of revision, if terms are not properly defined, it may be thought that the only measure of the successfully rehabilitated offender is whether or not he/she is able to retain employment on the outside. Such is obviously not the case. Nonetheless, for a training division, which is commissioned to teach the technical and business skills needed as a part of the complex of activities which form rehabilitation efforts, it *is* justifiable to think in terms of measuring how well people apply what they have been taught. The chaplain, of course, would need to identify a different objective. The point is that the goal must be specifically designed for measurement by the unit involved.

Suppose, however, that the *original* goal to "provide inmates with rehabilitative training in equipment, business procedures, operations, and products" is that of a vocational training section within the system, and not

of the entire system. Some inadequacies still must be overcome if successful achievement is to be measured. Notice that this goal:

—lacks a single focus of accomplishment,

—lacks a completion target date,

—needs to be quantifiable, and

—describes activities rather than the end result sought.

A vocational training section would do well then to set goals in the same fashion as the system as a whole—the only differences would be in considering the number of people involved, and perhaps, in the range, or scope, of the goals set: department goals may not be as far reaching or all-encompassing as those of the entire system. A department would be concerned with providing training so that lasting employment could be secured by "95%" of those in their equipment training or business courses, or perhaps of the total number of prisoners taking all training courses.

Original Goal: *"The goal of this department is to protect society by safekeeping offenders committed to its institutional custody. Good religious, health, educational, vocational, academic, counseling and recreational programs are provided to develop the individual into a beneficial subject who can successfully function as a useful tax-paying citizen upon his return to the community."*

Comments: This goal is troubled by:

—conflicting (and therefore confusing) philosophical approaches to corrections,

—a focus on activities rather than on end results,

—the absence of standards of quantifiability,

—failure to include target completion date, and

—the failure to mention cost factors.

How is this goal to be measured? Who knows when it has been fulfilled? Certainly not the public, and probably not the corrections personnel involved.

The first clause in this goal deals with protecting society "by safekeeping offenders committed to its institutional custody," or in other words, it assumes that the purpose of corrections is to protect society by keeping undesirables off the streets through imprisoning them. The second part of the original goal deals with an entirely different philosophy of corrections, that of rehabilitating persons committed to institutional care. Hence it speaks of the different rehabilitative programs to be utilized: "good religious, health, educational, vocational, counseling, and recreational programs. . . ."

This goal raises the philosophical question of whether the function of corrections is to "protect society" by locking up and removing criminal elements from society, or to "protect society" by correcting or rehabilitating antisocial behaviors and preparing people to return to useful social functions, in this case, through "good" programs. If it is the former, then success can be measured simply by noting how many offenders committed to correctional custody have remained confined during the course of their sentences—i.e., the percentage who have not escaped. If the goal of corrections is the latter, then goal accomplishment can be measured by the percentage of offenders who have sufficiently recovered from their social ills to be able to return to society at large as responsible, productive, and law-abiding citizens.

This serious weakness of steering the attention of corrections personnel in two divergent philosophical directions creates problems. When goals are set, inclusion of more than one philosophical approach in the same goal is self-destructive—no agency can suc-

cessfully walk in two opposing directions at the same time. It is confusing, frustrating, and discouraging to personnel who find it impossible to identify with certainty what is expected of them.

The revised goal, as included in this work for instruction purposes, has discarded the one approach and reconstructed the goal in terms of the perspective that the purpose of corrections is to detain offenders, or to protect society by confining violators of the law. It is not the purpose of this book to enter into a philosophical discussion of the purpose of corrections, and the above revision is not intended to be an endorsement of any particular viewpoint; the revised goal is given only to illustrate how goals should be set, and when necessary, restructured.

The good religious, vocational, educational, academic, and health training programs are only activities which lead to the accomplishment of the overall goal. The department could establish goals which deal specifically with the percentage of inmates receiving religious, vocational, educational, and academic training. By combining these two functions, the original goal makes it impossible to isolate the responsibility for goal accomplishment. A revised goal, then, might look something like this:

Revised Goal: *"To reduce by 10% the number of inmates returned to confinement within the next 12 months."*

This appears to be a legitimate department goal. The objective is to so change the thinking and behavior patterns of inmates that once on the outside they will not only want to remain free from confinement, but that they will also have the skills necessary to enable them to stay out of prison.

The process of education, of vocational treatment, religious instruction, and academic training are only sub-parts of this goal. Since it will become important that they be properly attended to, these activities should also be quantified into a measurable format that permits evaluation. The quality of training programs will be improved by remembering that the purpose of the training is to provide skills of sufficient standards to meet the demands of the outside world. In other words, by bearing in mind the overall goal, the subgoals which attend the various activities will have a more precise direction and accomplishment. Training will be improved, which in turn will improve the quality, and probably the percentage, of inmates returned to society.

Original Goal: *"The purpose of the Suicide Prevention Program is to give support, human concern, and warmth to those who have low self-esteem and feelings of hopelessness. The strength of this treatment program is personal human concern and care involved in building a basic trust."*

Comments: Once again, this goal, like some of the previous illustrations:

—focuses on activities rather than results.

—makes no mention of completion target dates,

—escapes quantifiable means of measurement,

—lacks a single key accomplishment, and

—ventures into the "how-to" rather than concentrating on the "what" and "when."

This lack of adherence to the principles of effective goal setting creates some significant problems. Initially, the focus on activities rather than on results ties the hands of both management and employees: it leads to a loss of perception and direction.

Shouldn't the purpose of a suicide prevention program be to prevent suicide? Since

it would be unrealistic to suggest that suicide be completely eradicated, a more feasible goal would be the reduction of suicide by a certain number or percentage within a chosen time frame.

True enough, it is important that a Suicide Prevention Program extend human concern and warmth to those of low self-esteem and feelings of hopelessness; but those are only the building blocks upon which suicide prevention is carried out—they are not the end result or ultimate goal sought. Because a suicide prevention program is preventative, many of its efforts must necessarily be devoted to the program, or activities, of isolating those potential suicides within its jurisdiction and then using the programs to help potential suicides from occurring. With these perspectives, consider the following revised goal:

Revised Goal: *"To so effectively carry out Suicide Prevention activities that the number of suicides in the state is reduced by 7% over the previous year."*

This revised goal assumes that the termination date is the end of the year. It mentions activities, but only insofar as they are the avenues through which the goal is to be accomplished. It would have been better to have said that the goal was "to reduce the number of suicides by 7% over the previous year." However, the former revision is herein included because it illustrates that on occasion, the method of accomplishing the goal can, with propriety, be included in the goal statement. There is no significant difference between the two revisions.

Original Goal: *"The goal of the vocational and academic education in the correctional setting is to provide the offender with opportunities to make up for frequent educational, occupational, and social skill deficiencies requisite to maintaining gainful employment and fulfilling social responsibilities upon release. In the institutional setting, education and training are viewed not as separate entities but as integral parts of the total treatment process."*

Comments: This goal suffers under the stress of:

—definitional problems,

—poor standards of quantifiability,

—absence of a single key accomplishment,

—an undefined time frame within which to complete the goal, and

—a delineation of activities rather than end results.

Again, definitional problems impede goal achievement. Unless such terms as "vocational and academic education," "skill deficiencies," and "gainful employment" are clearly understood, it is unlikely that an agency will move toward achieving those objectives. Indeed, we must place some measure of quantifiable evaluation upon the conditions of the goal, but MBO—and this is extremely important—is not just a matter of counting members, increasing percentages, or doing more of what was done in the past. These things must occur, it is true, but in addition, MBO seeks to highlight the primary goal of the agency and see that it is accomplished. In corrections we speak a great deal about "offender rehabilitation" and the importance of rehabilitating more people and reintegrating them into society. Nevertheless, in so doing, let us remember that we are not just counting bodies or numbers, but rather specific kinds of bodies and numbers—those which have been defined as a legitimate part of the core goal.

That is to say, our goal is to actually *rehabilitate* offenders and not just count the number of offenders treated. In other words, as we deal with vocational, academic, or any educational program and use terms like "skill deficiencies" or "gainful employment," we must so clearly specify what these terms mean that we can then place quantifiable measures on them. The desired end is to avoid ambiguity in goal statements. Terms should not be defined within the written goal or objectives. However both management and subordinates must have a clear understanding of the meaning of all terminology utilized in order to accomplish the stated goal.

David Beach and Walter Mahler address themselves to this concern by saying:

> First of all, it is never easy to define objectives. Generalized objectives, such as 'lower production costs,' or 'make more profit,' mean no more than 'let's get together sometime,' which people say only when they have little intention of meeting again. To be meaningful, an objective must be specific, or quantitative, and also time-bound. You must project something like 'reduce production costs of Model A 7 percent by December 31,' or 'Average a 28 percent share of the national market for product B during 1973.' These are measured objectives. You can know if you attain them (Beach and Mahler, 1972, pp. 232-233).

Therefore, we conclude, in the above goal, that the danger point arises in having generalized vague objectives without a single key accomplishment at which efforts can be directed. Nor does this goal specify a time frame or a standard whereby management knows when the goal has actually been achieved. Because this goal is too expansive, it begins to cover the activities rather than the end objective. Consider the following restructuring:

Revised Goal: *"To reduce the number of ex-offenders returning to confinement by 15% over the number who returned during the previous year."*

A particular sub-unit within the rehabilitation system, perhaps an instructional unit or a training division, might even consider the following revision:

A Second Revision for a Training Division: *"To ensure that the number of ex-offenders gainfully employed one year from now is increased by 4% over the present number."*

In a similar fashion, others may also reshape the overall goals of the organization so that the particular goals of their sub-units conform to the overall picture. Once again, all definitional problems (e.g. "gainfully employed") must be resolved prior to actual goal setting if the goal is to have any strength.

George Morrisey illustrates how objectives can be reconstructed by evaluating an objective which was once submitted to him. Consider Morrisey's analysis:

Morrisey's Original Objective: *"Improve the communication and working relations among key employees in my unit so that better quality work will be produced."*

Morrisey's comments: "Too vague. Concentrate on the results you want—improved quality. What is your measure of quality effectiveness? 'Communications, etc.' are 'how-to's' and, if they represent the means to the end, they need to be defined more specifically in your program step" (Morrisey, 1970, pp. 65-66).

A more complete perspective on what is intended here can be seen in Figure 3 (p. 21), which contains a "typical dialogue" between former Secretary of the Department of Health, Education, and Welfare, Elliot Richardson, and one of the agency heads under his jurisdiction.

Figure 3 OBJECTIVE SETTING AT HEW WITH SECRETARY RICHARDSON

Here is a typical dialogue between former Secretary Elliot Richardson of HEW and an agency head as they formulated an objective.

Agency head: One of our agency's most important initiatives this year will be to focus our efforts in the area of alcoholism and to treat an additional 10,000 alcoholics. Given last year's funding of 41 alcoholism treatment centers and the direction of other resources at the state and local level, we feel that this is an achievable objective.

Secretary: Are these 41 centers operating independently or are they linked to other service organizations in their communities? In other words, are we treating the whole problem of alcoholism, including its employment, mental health and welfare aspects, or are we just treating the symptoms of alcoholism?

Agency head: A program requirement for getting funds is that the services involved must be linked in an integrated fashion with these other resources.

Secretary: I am not interested in just looking at the number of alcoholics that are treated. Our goal ought to be the actual rehabilitation of these patients. Do you have data to enable you to restate the objective in terms of that goal?

Agency head: As a matter of fact, Mr. Secretary, we have developed a management information and evaluation system in which each grantee will be providing quarterly data on the number of alcoholics treated, as well as on the number of alcoholics who are actually rehabilitated.

Secretary: How do you define "rehabilitated?"

Agency head: If they are gainfully employed one year after treatment, we regard them as being rehabilitated.

Secretary: Please revise this objective, then, to enable us to track progress on how effective these programs really are in treating the disease of alcoholism and in rehabilitating alcoholics.

Taken from Rodney H. Brady, "MBO goes to work in the public sector," **Harvard Business Review,** March-April 1973, p. 73.

Figure 4 MANAGEMENT BY OBJECTIVES — GOAL SETTING GUIDELINE CHART*

Jackson County Correctional Inst. **Goals set by** *Finn B. Paulsen - Dir.-Voc. Trng.* **in conjunction with**
(division, dept., agency, unit name) **(manager or supervisor's name)**

Glen Rudd-Trainer **for the** *Fiscal year-Aug. 31, 1976-Sept. 1, 1977,* **ending** *Sept. 1, 1977.*
(subordinate's name) **(time period in which goal is to be accomplished)** **(termination date of goal period)**

No.	Area of Managerial Responsibility	Manager Accountable for Goal Achievement	Basic Problem Area Defined	Goal, Objective, or End Result (the single key accomplishment)	Methods of Communicating Goals to Employees
1	*Vocational Training*	*Finn B. Paulsen*	*Too many inmates leaving without adequate or marketable skill training*	*To increase by 5% the number of inmates returned to society with marketable skills on or before the end of the fiscal year.*	*1. Goal setting session of manager and trainer.* *2. Staff meeting discussion.* *3. Agency Newsletter* *4. Interoffice Memos*

Interim Evaluation Conferences of Manager and Subordinate	Target Completion Date	Interim Measures of Goal Accomplishments	Maximum Cost Factor	Standards of Quantifiability	Does this goal relate to overall agency goals?
1. Dec. 6, 1976 *2. March 15, 1977* *3. June 7, 1977* *4. ⟶* *(and additionally as required)*	*Sept. 1, 1977*	*1. Comparing percentage of graduates (inmates released) with percentage at same time last year.* *2. Supervisor progress reports* *3. Class exams & performance exams*	*Within existing budget*	*Percentage of qualified inmates released*	*Yes*

*This guideline is designed to help managers in actual goal setting sessions with subordinates. By following this guide, managers will find it easier to set realistic and measurable goals. Notice that the focus of attention is centered in the "what" of goal setting, not in the "how to." The particular example used here spells out the broad agency goal, but the chart's utility further extends to, and should be used, in sub-unit objective setting. Similar usage can be made of this chart for goal setting in all areas of correctional management. Additional goals can be charted in the remaining horizontal rows, so that any number of desired goals or objectives can be traced.

It was noted earlier that the important learning experience was how to set goals and objectives rather than how to make serious distinctions between "goals" and "objectives." Overall department goals in the correctional field are frequently closely related, and perhaps infrequently almost identical. However, there are substantial differences in the short-term or department or agency sub-unit objectives, and it is here that much of the need for MBO application is seen. Nevertheless, once the fundamental principles are learned, it does not matter whether a division is operating a work release program or a halfway house, teaching mechanical skills or applied accounting; the same overriding principles will be invoked. Those principles are applied uniformly, and Figure 4 (p. 22) is a graphic illustration of the course the manager and subordinate should pursue in answering the demands of management by objectives. If the questions posed by the diagram are answered in the goal setting process, then the likelihood of setting operational objectives is greatly increased. Appendix C contains a conceptual depiction of some of the same ideas, and was prepared by George Morrisey to help identify the routes available to goal setting.

It is also important to note that MBO will have applicability in every department and division within departments, irrespective of function. In some areas it will be more challenging to implement and evaluate. Personnel departments, accountants, auditors, and educators (training divisions) typically struggle more intensely with goal setting than do others. Nevertheless, few meaningful objectives are beyond effective measurement.

The significance of this chapter is that it provides a standard of measure against which goals can be evaluated. It takes a great deal of time and energy to properly set goals, but it takes more—much more—to muddle through managerial decisions without the honing process of evaluating the objectives set.

Chapter 5 will look at some of the goals and objectives which have been set by persons in some of these difficult areas as evidence that it is possible to set such objectives.

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Morrisey, G. L. *Management by objectives and results*. Reading, Mass.: Addison-Wesley Publishing Co., 1970.

Chapter V. OBJECTIVE SETTING IN "UNMANAGEABLE" AREAS

This chapter, dealing with objective setting in what are frequently considered to be difficult areas to manage by objectives, illustrates goals and objectives set in:

—public relations,

—educational programs,

—financial areas, and

—personnel departments.

The illustrations show that in reality it is possible, though challenging, to set objectives in these areas.

Public Relations

Public relations programs have been hard to manage by objectives because they are difficult to evaluate. How do you measure agency morale or community feeling about the department's efforts?

Thomas Kleber suggests that one way is to evaluate the output indicators of public relations programs. For example, one of the activities of PR may be "writing and distribution of various publications for a number of various publics (e.g., active and retired employees, area and community officials. . .). The *objective* is to provide certain information about the organization to special interest groups" (Kleber, 1972, p. 572).

The objectives listed below are written in MBO form and indicate how goals may be set in the area of public relations:

—To increase, within the next six months, the public awareness of departmental programs by obtaining six two-minute spots on television explaining the need for increased involvement in community based programs.

—To apprise, by December 1, 1976, all member agencies of the SCMTC of all training courses to be offered in 1977.

—To improve during this working year our informational capacity by increasing distribution of citizens handbooks by 10%, brochures by 10%, and the monthly newsletter by 15% over the previous year.

—To inform the public, through the creation of 10 public education programs with a capacity to instruct 500 people within the next year, of how they can protect themselves against crime.

—To create four central citizen complaint and service bureaus in Tampa and Miami by the end of April, 1975.

Because the public relations function is but one of many of the department's functions, the goals—or what others have so often called objectives because of their short-term nature—deal specifically, and almost entirely, with public relations programs. For this reason it is increasingly tempting to quantify activities rather than end results.

Education Programs

As in managing public relations, the principal challenge in managing education or

training programs is that of evaluating their results. Once again, emphasis on output indicators (such as student attendance, budgets, parent and teacher conferences, library use) directs attention to managing by objectives. One consultant team, when confronted with evaluating the merit of an executive training course, rebelled at the thought of measuring success in terms of the number of students graduating from the course. Quite unexpectedly, however, they discovered a relationship between the number of graduates and the quality of the program.

Note the following MBO objectives framed for education programs:

—To increase the training skill level by increasing in-service training by 6% over the previous fiscal year.

—To make available to management personnel 25 selected management texts by November 15, 1975.

—To increase by four the number of agency personnel attending professional executive training seminars or workshops during the coming year.

—To reduce by 5%, on or before December 31, 1975, the number of inmates not actively pursuing a marketable skill.

—To enroll an additional 15 juveniles in local night school programs before the close of the coming academic year.

Financial Objectives

Perhaps the best approach to managing controllers, accountants, and auditors involves adopting the perspective that their services can be assigned a dollar value—making measurement and evaluation relatively simple. Kleber observes that "recognizing services as the controller department's output is an essential first step to devising statistical indicators (e.g., number of reports prepared, error rates, timeliness of studies, etc.) around which the day to day management of the department by objectives can be organized" (Kleber, 1972, p. 573). Consider the following financial objectives:

—Complete training of three replacements for key positions in the accounting section by next June.

—Reduce the dollar value of cost of returned material credits from an average of $20,000 per month in the preceding year to $15,000 per month in the coming year.

—Complete study and construct index of expense trends for all departments for the past five years and project anticipated expense of future at annual intervals. Set 10% reduction targets from this projected expense.

—Collect from six operating managers long distance telephone call analyses and recommendations for controls of number, type, and cost of all calls.

—Complete write-up and acceptance of company cost-reduction manual and distribute to all members of management within two months (Mali, 1972, pp. 119-120).

Personnel Objectives

Personnel departments nominally struggle with goal setting, largely because they are staff support units offering services to nearly every arm of the entire agency. Troublesome though the personnel objective setting task is, the following examples, taken from Paul Mali's work (Mali, 1972, p. 123) illustrate that such objectives can indeed be set:

—Complete for distribution at the end of the month a 20-page, 10-topic industrial-relations policy manual for newly hired employees.

—Reduce the absenteeism record for next year from 8 to 5%.

—Complete training by December, 1976, of 600 supervisors in 2-day seminars on managing by objectives.

—Reduce frequency of grievances by the end of the year from an annual average of 35 to 20.

—Increase outside correspondence answered from 25 to 75% within 24 hours. hours.

—Decrease termination rate of clerical employees from 25 to 15%.

—Employ at least one trained psychologist or rehabilitation counselor in each of the Federal Institutions within our jurisdiction by January 1, 1975.

—Increase by 10% the number of prisoners involved in education or rehabilitation programs by January 1, 1975.

Continued experience with MBO reveals, although the task is frequently taxing, that very few if any areas of public management escape some solid measures of quantifiability. The preceding examples illustrate that goals and objectives can be properly set in those areas which management has traditionally considered difficult to manage by these means.

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Chapter VI. THE IMPLEMENTATION OF MANAGEMENT BY OBJECTIVES IN CORRECTIONS

In this chapter we shall:

—consider some of the prerequisites to successful MBO implementation;

—offer some general reminders (or "cautions" if you will) dealing with MBO implementation and use;

—discuss briefly some of the obstacles that frequently confront MBO users;

—provide some guidelines for the implementation of MBO in the public sector (corrections in particular); and

—illustrate how MBO can be used even in circumstances where top management (or upper management) does not incorporate MBO in its program planning.

Prerequisites for Successful MBO Implementation

Dale McConkey (McConkey, 1973, p. 20) provides a checklist which outlines the prerequisites for the implementation of a successful MBO program. It includes the following:

1. The selection of highly competent managers, administrators, and professionals in all key positions.
2. In-depth training in the complete MBO system before any attempt is made to apply it.
3. Allowing the three to four years required to make a successful installation.
4. Substituting maximum participation from all personnel for the sometimes autocratic and despotic ideas of a few.
5. A complete tailoring or adapting of the MBO system to the individual problems or conditions which exist in the individual entity to which it is applied.
6. The removal, or diminishing, by legislative or executive action of many of the impediments which act as limitations on the ability of MBO to achieve the full potential of which it is capable—limitations such as emphasizing effort rather than results, provisions which protect the ineffective personnel, practices which stifle individual initiative and permit flexible decision making, and systems which fail to provide recognition and rewards.
7. A constant re-examination of the system after installation to improve it and render it responsive to the changing conditions in the environment in which it is being practiced.

Some General Reminders

As managers begin to implement MBO, they need to remember that MBO is not a fixed set of rules, gimmicks, or techniques used to solve problems, but a reasoning process which encompasses the entire organization. It is not a separate program which

parasitically rides on the back of other existing programs. When the manager begins to use MBO as a hitchhiker working in tandem with other existing programs, he begins to drain MBO of its strength and focus. To be successful, managers and subordinates must view MBO as a way of managing and not as a specific technique tacked on to other problems. The recognition that MBO is clearly the most effective when it is the guiding force throughout the entire organization, and not just a part of the organization, has recently set the wheels of change in motion in many large organizations, public and private (including the Federal Aviation Agency and the Department of Health, Education and Welfare), which are changing their entire program structures to conform to MBO standards.

In discussing the process of MBO implementation in the organizational setting, it seems appropriate to recount some of the impediments to implementation which early MBO users encountered. As indicated earlier, when the Los Angeles County Probation Department began to implement MBO, it had to overcome the difficulties imposed by probation personnel who did not have a sound understanding of the probation function. The task force assigned to the study of the problem

> . . . found a serious lack of knowledge and understanding of the probation function even among people who should be familiar with it. Many tended to perceive probation narrowly, reflecting their limited contacts or relationships with the department. Almost all had criticisms and suggestions related to their special areas of interest (Terwilliger and Adams, 1969, p. 229).

Little thought seems to have been given to many facets of MBO activity—mutual goal setting, tying goals to overall organization mission and role, or making goals which relate directly to the accountable manager's roles. This kind of parochial thinking endangers MBO implementation on an organization-wide basis.

Reflecting upon another problem, Rodney Brady reports that "the primary constraint to the success of MBO at HEW has been an attitude on the part of some managers that the regular attention required of them by such a system is either (a) not consistent with their roles or (b) not as effective a way to manage as some other approach" (Brady, 1973, p. 71).

Perhaps the most challenging problems which managers and organizations confront are those which require persuading subordinates and organization members to accept change. People tend to resist change for a multitude of reasons: change requires the expenditure of psychic and emotional energy; it has the potential of thrusting people into the "unknown future" and thus threatening security; it treads upon long established and comfortable traditions and customs; it suggests that perhaps the past was "wrong" or that former energies were ill-directed; or it may interfere with present loyalties and commitment. In short, because people generically resist change, managers must recognize that the implementation of MBO will be difficult and slow. Beach and Mahler (Beach and Mahler, 1972) suggest that it may take several years before any real or substantial benefits are seen in an MBO program. Not only is preparatory time needed because of the natural tendency of people to resist change, but in the case of MBO implementation, additional preparations must be made because changes which tie people to specific and measurable goals are even more threatening than changes which do not.

It is not possible to provide an in-depth analysis of what managers must do to overcome resistance to change in this book. Never-

theless, it is important that change be acceptable. An important part of this process is that of including as many subordinates in the process of planning for change as it is possible to include. Not only are they entitled to know why the changes are taking place, but if they are a part of the decision making mechanism which determines to introduce MBO into the system, the probability of their energetic support is greatly enhanced. For managers interested in this particular problem of overcoming resistance to change, a short but far-reaching bibliography dealing with the subject is included in Appendix D.

Public Service Implementation Guidelines

Setting objectives in the public sector—in corrections in particular—is a different process than it is in the private sector. In corrections, objectives must usually be stated in terms of interim results, rather than on "return on investments" as is done in the business world. Through the usage of milestone charts, "which document accomplishments to be achieved by established dates, progress toward achieving almost any objective can be measured" (Brady, 1973, p. 71).

The following recommendations from the experience of the Department of Health, Education and Welfare are appropriate for establishing MBO systems in corrections (Brady, 1973, pp. 72-73).

Top Management:

MBO must be tailored to the chief executive's style of managing. One leader might take a decisive role in the operation of the system, while another leader might well have a different style of operating. Resistance to modifying the system to fit the style can destroy the MBO process.

The chief executive officer must communicate clearly to other organizational components what he feels the general goals and priorities of the organization ought to be. Without such guidance, the subordinates' development of initial objectives for submission to the boss tends to be wasteful and counter-productive.

The chief executive's attitude affects the spirit in which the system functions, and it will determine whether MBO encourages the defining and solving of problems or the hiding of problems. If MBO is perceived by a chief executive as a problem-solving and goal-reaching device, (rather than as an opportunity to point an accusing finger at one of his subordinates), the subordinates themselves are likely to take this view.

Managerial Relationships:

The establishment of objectives must be a cooperative venture between subordinate and superior . . . Unless both parties feel that the objective is important, challenging, and achievable, even cooperative activity will become only a meaningless exercise.

Managers must be persuaded that the primary function of MBO is to enable them to manage more effectively, *not* to use the management conference to reach the ear of the chief executive on random issues of particular momentary interest to the manager.

To be effective, the MBO system must operate on a line manager-to-subordinate basis, not on a staff-to-staff basis. Although staff assistance is essential to keep the system functioning, staff must serve as a facilitator of the system and not its operator. To operate otherwise invites confusion in lines of authority and causes a breakdown in accountability.

Unless the superior and subordinate have regular face-to-face reviews of interim progress, the importance of the system begins to be questioned, there is danger of misunderstanding, and much of the motivational value of the system is lost. Prior

to such interim review meetings, it is essential that the superior's staff prepare him to ask the right questions and to avoid being "snowed" by the subordinates.

General Strategy Considerations:

It is important to receive a detailed plan for accomplishing an objective at the same time the objective itself is submitted for approval. Otherwise, proposed objectives too often will not be well thought out in advance, and the possibility for eventual success will ultimately be decreased.

A middle ground must be found between holding personnel too rigidly to their objectives and allowing them to alter the objectives at will. HEW's method has been to (a) have the Secretary himself approve all proposed changes and (b) ensure that such changes are evaluated in each agency's annual performance report.

If an organization is consistently accomplishing 100% of its objectives, there is probably reason for concern rather than celebration. Objectives are not really effective unless an organization must "stretch" to reach them. During the last fiscal year, for example, approximately one-fourth of HEW's objectives were only partially achieved and another one-eighth fell far short of expectation. This is probably not an unhealthy balance.

It is a mistake to try to make MBO so systematic and rigid that it precludes discussion of important matters not contained in formalized objectives. In fact, MBO should be expected to trigger ad hoc discussions of matters that are not included in stated objectives but are nonetheless vital to the success of the organization.

MBO is perhaps better perceived as a muscle than as merely a tool. The more it is used, the stronger and more necessary it becomes. However, if MBO is merely a management system on paper and is not allowed to be exercised as an integral part of running an organization, it will atrophy and become useless.

Ultimately, the purpose of setting goals lies in the follow-up and implementation of those goals. That is where progress is achieved. Since the implementation process includes the allocation of resources, it becomes important, in the early planning stages, to consider alternative ways of reading the objectives. This is the point where managers should train themselves to think in specific terms rather than in generalities. For example, it is not sufficient to merely think of "rehabilitating offenders." This should be broken down, so that the manager knows what the elements involved in "rehabilitation" include. In other words, managers should identify and diagnose specific rehabilitation problems, isolate their causes, and develop corrective programs aimed directly at these causes. Although managers will be forced to think of some of the activities which will lead to goal accomplishment, this does not give license to confusing goals and activities.

It further appears that one of the frequent impediments to the successful implementation of MBO has been the failure of management to instruct subordinates in the art of goal setting. "Managers must be trained to help their subordinates set realistic goals. They should know how to conduct progress review and lead problem solving discussions" (Beach and Mahler, 1972, p. 237). It is lamentable that few organizations make allowance for this kind of training, on both formal and informal levels.

Implementing MBO in Corrections

Of all the lists, guidelines, and step-by-step guides designed to help managers, in checklist fashion, determine what they must do in order to implement management by objectives without overlooking something, perhaps the most immediately applicable to cor-

rections is that provided by Terwilliger and Adams (Terwilliger and Adams, 1969, pp. 236-237). It is as follows:

1. "Tentative" adoption of objectives by the department.
2. Review and approval, as required, by the Board of Supervisors, the chief administrative officer, judges, and others.
3. Adoption by the department of "management by objectives" as its standard managerial philosophy and practice.
4. Definition of various organizational responsibilities for implementation; assignment of responsibilities to key staff members and organizational units.
5. Training management personnel in management by objectives.
6. Dissemination of information to staff on objectives and related planning.
7. Development of plans of implementation specific to various organizational units, including decisions on priorities among units.
8. Specification and description of long- and short-range goals derived from and supportive of primary objectives or purposes. Achievement of goals defined for a lower level should contribute to the achievement of goals defined for the higher levels.
9. Statement of goals and sub-goals in terms that provide specific guides to action, are amenable to measurement, and are meaningful to lower-level personnel.
10. Continued orientation of staff to objectives and goals, with opportunity to participate in development, modification, and refinement of organizational goals for themselves and their work units.
11. Assistance to individual employees and their supervisors in the setting of personal goals related to organizational goals.
12. Development of plans of action to achieve both organization and personal goals.
13. Analysis and allocation of resources required to carry out planned action, with reference to specific goals and sub-goals.
14. Identification of anticipated problems that might be attributed to changing conditions, inadequate planning, or inadequate resources.
15. Specification of employee tasks, performance standards, and measurement criteria related to goal achievement.
16. Delineation of training requirements based on Item 15, with attention to interface of organizational and personal goals and needs.
17. Development of management control and information systems essential to monitoring performance.
18. Management control through actual performance measurement and evaluation.
19. Research for the development of optimal means of achieving goals.
20. Scrutiny of activities, programs, and services to assure that they are instrumental to achievement of approved organizational goals. Elimination of activities that do not satisfy this criterion.
21. Educating and informing the public, key interest groups, and related agencies on objectives, goals, and progress toward achievement.
22. (Re-)iteration of objectives, goals, and plans for achieving them throughout the department, redefining and recombining organizational and personal goals until an optimal level of achievement for each is realized.

If Your Boss Doesn't Want MBO

39 Traditional organization theory has fo-

cused upon the process of starting at the top of the organization and working down; changes traditionally were initiated by higher level managers and passed down to those in the lower echelons. This, however, is not the only way that changes can come about. Indeed, in the current era of organizational research there is serious question as to whether or not this kind of a top-to-bottom direction change is followed very often. We repeatedly see top executives step down from their thrones because of the frustrations which accompany the failure to make their influence felt at the lower levels of the organization. Experience, as well as empirical research, is showing that it is extremely difficult to penetrate large bureaucracies and cause managerial influence to have strong impact at lower levels.

What appears to happen frequently is that goals and organizational directions "sorta happen." By the process of group consensus, a working compromise emerges which becomes the goal of the organization. This has a specific relevance for MBO implementation, particularly for those who are in middle and lower management levels and therefore feel that they are not in positions to initiate change.

Certainly, if the top levels of management are not behind an MBO program, then the program will not be adopted on an agency-wide basis. Indeed, one of the greatest problems discovered in ineffective MBO programs has been the lack of top management commitment to the philosophy of MBO (Tosi and Carroll, 1972, p. 568). Nevertheless, a great deal can be done by middle and lower level managers even without the direct overt support of their superiors. This is mentioned so that no one will cling to the excuse that because "the boss has a different system," it is not possible or productive to use MBO systems in their organizations. It may not, admittedly, be as productive as it would have been with the approbation and involvement of the top management, but the implementation of MBO principles can lead to increased efficiency on the part of those managers who are willing to make the effort to use it.

It is beginning to become apparent that it is not the sequence of events which is important in the MBO process, but rather that it is the opportunity for interaction by as many members as possible that is significant. Managers at different levels of the organization or agency can set objectives for their own work even though objectives have not been set for the overall agency coordination (Mali, 1972, p. 239). Certainly it is best if as many managers and personnel within an agency as is possible utilize MBO processes so that optimum results might be achieved.

The responsibility, then, for effective MBO usage rests upon all the managers within the system, not just those at the top. If MBO is being used by only a few of the managers in the system, then they should recognize that they are also all accountable for its successful implementation and carry-through. In suggesting that all participating managers should be responsible for managing by objectives, the Federal Aviation Agency insists that "one of the advantages of MBO is that a manager at any level can identify and pursue his own objectives, even if those around or above him are not managing by objectives" (Federal Aviation Agency, 1974, p. 4). Moreover, the responsibility for the effective usage of MBO does not rest with management alone, but in large part with the employees. Management must train and inform the employees, and the employees, in turn, have the responsibility to respond to the objectives set. Experience is showing that employees do respond more numerously and actively when

they are included in the goal-setting and planning processes.

It seems appropriate to add—for those who feel that MBO may not be adopted on an agency-wide basis, but yet would like to implement MBO techniques into their own work—that the time and place to start is where you presently stand. The following should be implemented:

1. Build on what you already have: start with yourself. If higher management positions have not clearly articulated goals, then make your own, and write them down.
2. Share your goals with your superior. In so doing you will minimize conflicts between yourself and your superior, and increase communication and understanding: if he doesn't like or agree with one of your goals, he can say so, and a common agreement can then be formulated.
3. Having set goals with upper management, then begin to do the same thing with your subordinates. Provide your subordinates with a statement of your formal goals. Give them guidelines for shaping their own goals.

The first step of implementation is a personal one—the minute a manager begins thinking this way others around and associated with him are forced to do the same, simply because of their mutual interaction.

In any different agency the exact avenue of implementation will probably differ—and, indeed, it should. The overriding principles, however, are much the same. The essential feature to remember in any objective is that it must be specific, measurable, significant, and tied to dates and costs. It should provide this conceptual understanding about the goals to be implemented:

To/Action Verb/Result/Date/Cost Not To Exceed

In Conclusion

MBO can be implemented in the corrections setting. The prerequisite conditions must first be met, and there are potential danger spots to the unobservant MBO user. Nonetheless, the keys to implementation are available, and but wait the willing hand to unlock the door.

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Chapter VII. MBO ASSESSMENT

This chapter focuses on the importance of properly assessing and evaluating, in an on-going fashion, the MBO usage of an agency. In particular, it emphasizes:

—the importance of non-judgmental assessment of progress toward goals,

—the usage of intermediate milestones to monitor progress,

—the value and need for oral evaluations between the manager and the subordinate,

—the use of management conferences,

—a listing of some of the achievement indicators which managers need to watch, and

—the importance of year end evaluations.

The Need for Assessment

The problem of monitoring the progress of MBO and evaluating its effectiveness needs also to be considered. A keystone of evaluation is that it is not conducted as a personal vendetta, designed to find out who has done what, and why or why not, so that punitive measures can be imposed.

Evaluation seeks to know what has taken place, and even who has or has not done it, but the end result of assessing organizational programs or personnel is not to impose punishment, but rather to improve program effectiveness. This means that evaluations should be so extensive that managers as well as subordinates should be assessed. Every MBO program should include regular appraisals of the manager by his subordinates and "should be reviewed by the manager's superior" (Levinson, 1972, p. 129). The process of evaluating the behavior of superiors should follow all the way up the line to top management. No one in the agency should be exempted from such evaluation. Not that evaluations should be threatening; such a "threatening" evaluation should be avoided. People generally impose enough rigor on their personal behavior simply by knowing what they are to do and by being held accountable for doing it.

Coaching—Not Judging

The first step in effective evaluation and progress assessment is that of employing the MBO process correctly.

MBO is designed to replace weak appraisal methods. It is not the purpose of an evaluation to point the finger at the employee, remind him of all his deficiencies, and then accuse him of being responsible for any slowdown in progress. When managers meet with subordinates, their attitude should be one of seeking to help improve—not judge—performance. But unfortunately, "to evaluate" or "to assess" implies to many that a judgment is to take place. The relationship between the subordinate and his superior is strengthened when it moves away from the area of judging to that of coaching.

"Coaching" refers to the practice of advising, suggesting, counseling, and encouraging; its purpose is to educate, inform, and

motivate subordinates. Coaching sessions are help sessions; subordinates are not on trial. Usage of the word "coaching" helps to emphasize in MBO literature that the purpose of assessment is to help find out where the organization is and what needs to be done in order to get where it is going. Coaching encourages more cooperating between manager and subordinate.

Intermediate Milestones

One of the better means for monitoring progress toward the achievement of goals and objectives lies in measuring progress toward the achievement of intermediate milestones. An "intermediate milestone" is nothing more than a fixed point in time at which a particular percentage or portion of the goal should have been accomplished. To illustrate, a probation officer who seeks to personally counsel with and review the case of each of his assigned probationers by the end of a three month period should pick intermediate points at which to evaluate the percentage of those with whom he has already personally visited. He may decide to "check-up" on his own interviewing progress every two, or perhaps three weeks; maybe monthly. The important thing is that he determines what is the appropriate point in time at which to schedule such checkpoints, and that he also determines what is an honest expectation in terms of progress toward the ultimate goal.

The appropriate use of intermediate checkpoints gives a sense of direction and an awareness of need that will not be achieved in any other fashion. "By carefully selecting intermediate milestones that logic says must be achieved to accomplish the end result, one can in effect measure interim progress" (Brady, 1973, p. 69).

Oral Evaluations

Periodic evaluations should be held between the manager and his subordinates. During these evaluations—or, better said, "coaching sessions,"—attention should focus on progress toward (or beyond) intermediate milestones. In face-to-face conversation the manager and subordinate can discuss the problems confronting further accomplishments and set their sights on end results. Without question, these coaching sessions, or oral evaluations, constitute the most important part of the assessment process. The manager never has a better opportunity to appraise himself of the grassroots feelings within the agency, or to better motivate employees, than he does in these one-to-one dialogues. While this is one of the most fundamental and basic principles of good management, it is one of the most frequently abused and neglected. The frequency of these "interviews" is a matter to be decided by individual agencies and circumstances—but such sessions should be held frequently.

Management Conferences

Management conferences are modifications of the coaching sessions described above. Their purpose is the same; they simply include more people. In a management conference upper management meets with a group—whatever number is appropriate—of subordinates so that they can jointly measure progress. Elliot Richardson, when serving as Secretary of the Department of Health, Education and Welfare, set an example worthy of imitation by meeting with his agency heads on a bimonthly basis. Management conferences (even a regular staff meeting agenda item dealing with assessment helps might suffice) and oral evaluations provide the man-

ager with his greatest opportunity to manage. It is in these management conferences, as in coaching sessions, that the manager can give advice or assistance in meeting agency objectives and overcoming problems.

The key consideration in these meetings, as in coaching sessions, is whether or not the selected objectives were realized. Because corrections agencies are public agencies charged with specific public responsibilities, corrections managers have the responsibility to think in terms of the achievement of specific public benefits. Management by objectives should be an effective tool in focusing each manager's attention on these public responsibilities.

Achievement Indicators to Watch

In formulating MBO programs in the Federal Aviation Agency, managers have been given some indicators of what they should expect to learn during management conferences and oral evaluations. As outlined by the Federal Aviation Agency, the manager should learn:

1. whether he is moving toward his objective.
2. whether he is moving at the right rate of speed to meet his objectives.
3. whether work is being carried out as planned.
4. whether money and manpower are being used as anticipated.
5. whether any problems are developing (Federal Aviation Agency, 1974, p. 7).

And to these five guidelines from the F.A.A., another should be added:

6. what specifically can the manager do to help others in the accomplishment of the goals?

A variety of indicators can be used to measure progress and answer the above questions for managers. Since quantitative measures are desirable wherever appropriate, the F.A.A. has suggested ". . . a manager might count the number of times something happens during a given time period, or he might measure the time lost under certain conditions. But indicators need not necessarily be quantitative so long as they are clear, simple, rational, and reliable. That is, they should be understandable without complicated interpretation or philosophical discussion. Above all, they must be indicators of *goal achievement*, not work progress" (Federal Aviation Agency, 1974, p. 7).

Year End Evaluation

Each year should be climaxed by a year-end evaluation in which the successes and failures of the agency in meeting objectives are reviewed. It may be held at the end of the fiscal year, or whenever the goal period elapses, but the important thing is that it be carried out yearly, and that the learnings obtained from it be applied to the goal setting procedures of the coming year.

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Chapter VIII. A FINAL WORD OF CAUTION

Management by objectives is not the sovereign remedy to all of management's problems. It is a help, but not a panacea. There are several areas of concern which are often violated by those intending to use the MBO approach. This final section is to remind corrections personnel of some of the frequent pitfalls encountered in MBO application.

Mutual Goal Setting

Of all the criticisms hurled at MBO and its proponents, the most frequent is that it provides management with a tool to make goals and force them upon the employees, who, because of their subordinate position, are forced to accept them. Critics charge that management hangs goals, like millstones, around employees' necks.

Managers who hold self-made goals over the heads of employees seriously violate the MBO code. When this occurs, the critics are perfectly justified in hurling their spears. The point of MBO is that this is the very behavior which is to be avoided. Goal setting is a mutual task. Levinson, in a critical evaluation of MBO, argues that in order to meet the subordinate's psychological needs, the "management by objectives should begin with *his* (the subordinate's) objectives" (Levinson, 1970, p. 129). Suggesting a solution to the frustration born when managers force objectives upon "underlings," the F.A.A. offers this remedy—which is nothing more than a cogent reminder of the importance of mutual goal setting:

> Every objectives and appraisal program should include group goal setting, group definition of both individual and group tasks, group appraisal of its accomplishments, group appraisal of each individual member's contribution to the group effort (without basing compensation on that appraisal) and shared compensation based upon the relative success with which goals are achieved. Objectives should include long-term as well as short-term goals (Federal Aviation Agency, 1974).

Perhaps the most apt illustrations of the impact of mutual goal setting are in the testimonies of those who have done it. Said one manager:

> I like the fact that I sit down with my boss to set these objectives. Every time I sit down and talk with him, I can't help but learn more about what he expects of me. Anything that does that is a help.

Another manager thought mutual goal setting to be:

> . . . a fantastic idea to have a voice along with your boss in setting individual goals. Not only do you get a chance to put your two cents worth in but it gives your boss the benefit of the individual's thinking. I thought it was a psychological lift. I like the fact that they ask me what I thought my goal levels should be. I think the chance to sit down with your boss is important (Tosi and Carroll, 1972, pp. 573-574).

The Human Point

A second, and almost as frequently repeated criticism of MBO, springs from the

same negligence and poor managerial behavior as the first. Harold Levinson expresses this position in the *Harvard Business Review* by saying that with MBO "the underlying reason it is not working well is that it misses the whole human point" (Levinson, 1970, p. 128). He argues, and his argument is typical, that MBO is a punishment-reward system, wherein you are rewarded if you reach the objective and punished if you fail. In either event, concludes Levinson (and those of this school of thought), there is no recognition of human emotions and feelings. If managers are not careful they will fail to account for this "human point." It is the result of a manager standing on the pedestal of his unquestioned superiority and dictating to subordinates. To repeat, this violates the fundamental principles of MBO, and should be avoided through group goal setting.

We have learned by sad experience that it is the nature and disposition of almost all men, as soon as they get a little authority, to immediately begin to exercise coercive and sometimes dominating controls over those with whom they work. It is reasonable to suggest, and in harmony with the best management principles known to man, that no power or influence can or ought to be maintained by virtue of managerial position, status, or position in a power-structured hierarchy. Men seem to respond best when they are approached in reasoned concern, where high levels of trust are present, and where they can have the assurance that their behavior will not be used as motive for managerial reprimand. In short, nothing more than the voice of human relations pleads for management to remember that employees "are people too."

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Appendix A. CHECKLIST FOR THE APPLICABILITY OF MBO TO NON-PROFIT ORGANIZATIONS

Dr. Dale McConkey of the University of Wisconsin has suggested the following checklist as a guide for determining the applicability of MBO to non-profit organizations. He suggests that the applicability and value of MBO to non-profit organizations is directly correlated to the number of positive answers to the following questions:

1. Does the organization have a mission to perform? Is there a valid reason for it to exist?
2. Does management have assets (money, people, plant, and equipment) entrusted to it?
3. Is management accountable to some person or authority for a return on the assets?
4. Can priorities be established for accomplishing the mission?
5. Can the operation be planned?
6. Does management believe it must manage effectively even though the organization is a non-profit one?
7. Can accountabilities of key personnel be pinpointed?
8. Can the efforts of all key personnel be coordinated into a whole?
9. Can necessary controls and feedback be established?
10. Is it possible to evaluate the performance of key personnel?
11. Is a system of positive and negative rewards possible?
12. Are the main functions of a manager (planning, organizing, directing, etc.) the same regardless of the type of organization?
13. Is management receptive to improved methods of operating?

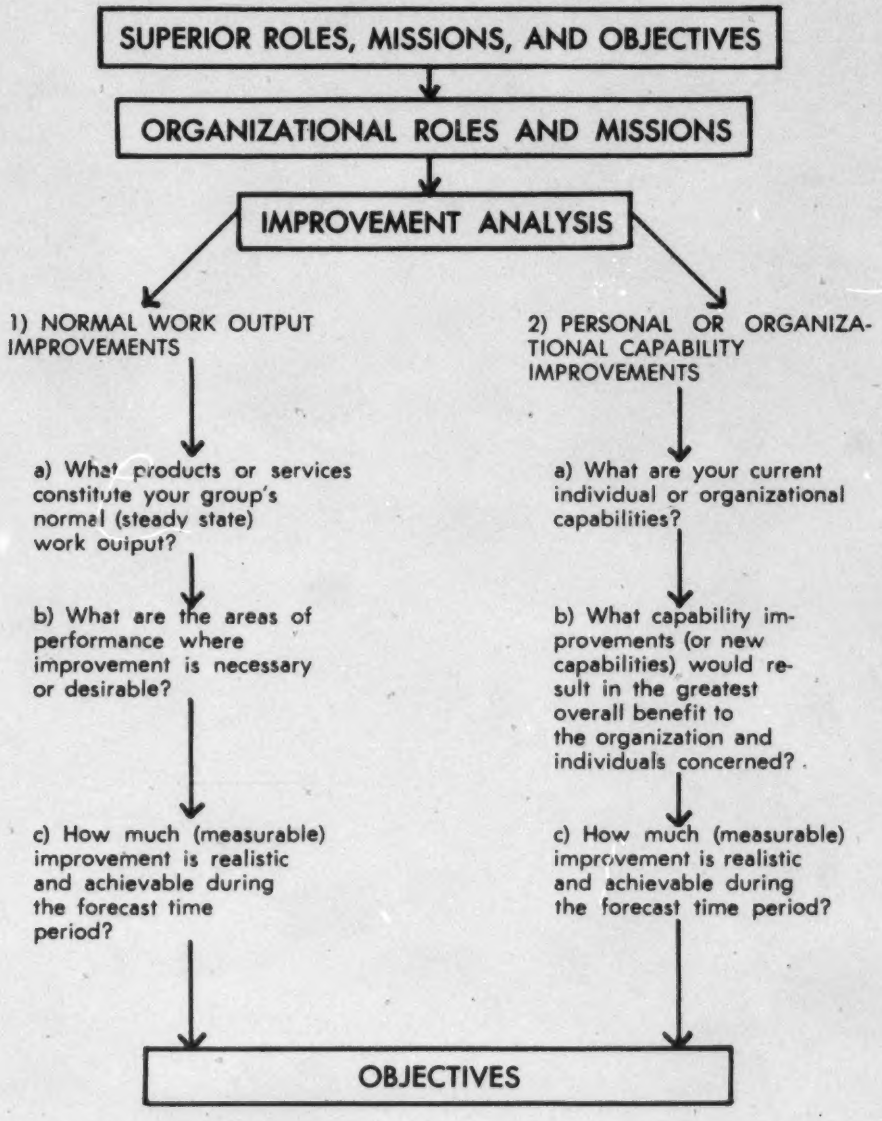
Taken from Dale D. McConkey, "Applying MBO to non-profit organizations," *S.A.M. Advanced Management Journal*, January 1973, p. 12.

Appendix B. A CHECKLIST FOR WRITING OBJECTIVES IN MBO

1. Defined in terms of results or conditions to be achieved rather than in terms of activities to be performed.
2. Written so that they can be analyzed and reviewed from time to time.
3. Limited in time so as to provide milestones of achievement.
4. Written forcefully, starting out with such terms as achieve, complete by, and replace which suggest results or performance stretches.
5. Completed with an accountability assignment to a member of management.
6. Formulated in the light of past experiences.
7. Stated in positive terms, that is, in terms of what is to be done rather than in terms of what is to be avoided.
8. Stated concisely and briefly without complex and elaborate descriptions.
9. Designed to cover a single end result and not a number of commitments.
10. Communicated to managers involved when changed or modified.
11. Designed to coincide work resources, facilities, and skills that are available.
12. Planned to find the best fit among individuals and situations in deploying resources.
13. Written to meet organizational improvement requirements such as profits, opportunities, development of personnel, attainment of schedules, technical competency, return on an investment.
14. Assigned a priority to foster a sense of importance and value in the company.
15. Documented to provide "performance experience" for future goal setting.
16. Assigned a risk factor to indicate the confidence level of completion.
17. Written so as to be at least significant and perhaps critical to the individual as he carries out the responsibilities of his job.
18. Written in quantifiable terms that are easily measurable and hence easily reportable.
19. Designed as a commitment between the employee and his supervisor.
20. Written to embody the basic ingredient opportunity which makes possible a leap forward in performance and results for the individual and the company.

Taken from Paul Mali, *Managing by objectives.* New York: J. Wiley and Sons, 1972, pp. 111-112.

Appendix C. "HOW DO WE SET OBJECTIVES": A SUGGESTION FOR SHORT-TERM GOALS


SUPERIOR ROLES, MISSIONS, AND OBJECTIVES
ORGANIZATIONAL ROLES AND MISSIONS
IMPROVEMENT ANALYSIS
1) NORMAL WORK OUTPUT IMPROVEMENTS
a) What products or services constitute your group's normal (steady state) work output?
b) What are the areas of performance where improvement is necessary or desirable?
c) How much (measurable) improvement is realistic and achievable during the forecast time period?
2) PERSONAL OR ORGANIZATIONAL CAPABILITY IMPROVEMENTS
a) What are your current individual or organizational capabilities?
b) What capability improvements (or new capabilities) would result in the greatest overall benefit to the organization and individuals concerned?
c) How much (measurable) improvement is realistic and achievable during the forecast time period?
OBJECTIVES

Analysis routes for determining objectives

Adapted from George L. Morrisey, *Management by objectives and results*. Reading, Mass.: Addison-Wesley Publishing Co., 1970, p. 43.

This diagram was constructed to show one way in which measurable objectives may be set. The method illustrated, called "improvement analysis," is designed to uncover new or innovative ways of doing things. Notice, however, that objectives set in this fashion are generally those which will be completed in a relatively short time. It may be a useful guideline in planning for "one time events." The manager again has the freedom of selecting which route he will follow, depending on whether his primary concern is output improvement (significant innovations, breakthroughs, new developments) or capability improvements (increased effectiveness and efficiency, ability to accept greater responsibility, new assignments, or improved working environment).

Consider the following objectives set by using the above outlined guidelines:

The Analysis of Normal Work Output Improvements

"To reduce discrepancies by (date) with no increase in established budget."

"To decrease the average number of man-hours for writing management proposal sections from X to Y without loss of quality by (date)."

"To reduce the cost of preparation, reproduction, and release of manufacturing orders by X% over (previous year) within existing budget."

The Analysis of Personal or Organisational Capability Improvements

"To improve effectiveness of department craft employees by X% as measured in the Performance Index, by (date) within existing budget."

"To achieve a submittal of at least two approved cost reduction items per salaried employee with an accumulated estimated savings of not less than $10,000 within (year)."

"To participate in six technical symposia during (year) at a cost not to exceed X man-hours and $Y of other costs."

"To develop and implement a job rotation and training program that will assure that each salaried specialist in the unit understands and can reasonably perform the assignments of any other such specialist by (date) within current budget."*

When properly adhered to, the end result of this kind of analysis will be a list of objectives covering the manager's expected accomplishments. The important thing is not which route is followed, but that a list of valid objectives is obtained.

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*George L. Morrisey, *Management by objectives and results*. Reading, Mass.: Addison-Wesley Publishing Company, 1970, pp. 43-47.

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PRESCRIPTIVE PACKAGE: "Management by Objectives - A Corrections Perspective"

To help LEAA better evaluate the usefulness of Prescriptive Packages, the reader is requested to answer and return the following questions.

1. What is your general reaction to this Prescriptive Package?
   [ ] Excellent [ ] Above Average [ ] Average [ ] Poor [ ] Useless

2. Does this package represent best available knowledge and experience?
   [ ] No better single document available
   [ ] Excellent, but some changes required (please comment)
   [ ] Satisfactory, but changes required (please comment)
   [ ] Does not represent best knowledge or experience (please comment)

3. To what extent do you see the package as being useful in terms of: (check one box on each line)

	Highly Useful	Of Some Use	Not Useful
Modifying existing projects	[ ]	[ ]	[ ]
Training personnel	[ ]	[ ]	[ ]
Adminstering on-going projects	[ ]	[ ]	[ ]
Providing new or important information	[ ]	[ ]	[ ]
Developing or implementing new projects	[ ]	[ ]	[ ]

4. To what specific use, if any, have you put or do you plan to put this particular package?
   [ ] Modifying existing projects
   [ ] Administering on-going projects
   [ ] Others:
   [ ] Training personnel
   [ ] Developing or implementing new projects

5. In what ways, if any, could the package be improved: (please specify), e.g. structure/organization; content/coverage; objectivity; writing style; other)

6. Do you feel that further training or technical assistance is needed and desired on this topic? If so, please specify needs.

7. In what other specific areas of the criminal justice system do you think a Prescriptive Package is most needed?

8. How did this package come to your attention? (check one or more)
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   [ ] LEAA Newsletter
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(CUT ALONG THIS LINE)

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